Manitoba

Employment Services and Economic Security

New Careers Program

"A Post-Secondary Education and Training Program"

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NEW CAREERS

POST-SECONDARY EDUCATION AND TRAINING PROGRAM

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ORIGINS, PURPOSE AND DESCRIPTION OF NEW CAREERS PROGRAM

The concept of a New Careers program was originally developed as a strategy against poverty. Many people hold to the idea that the unemployed and the poor find themselves in that position due to some personal inadequacy; the New Careers concept however was based on the assumption that poverty is not due to inherent personal weaknesses, but is the result of economic, social or geographic barriers which lock a great many individuals out of mainstream society. Poverty, which is closely linked to unemployment, and the related problems attendant on both, are derived not only from income deficiency but also from the lack of a meaningful life. Most individuals in our society derive identity and meaning through an occupation and the organized relationships it brings with other people. In this fashion individuals develop their competencies. The New Careers program is based on the belief that the most appropriate manpower development training effort for marginally employable persons (in and out of the work force) is employment itself, and that this is the most immediate need of disadvantaged persons as well. Provision of jobs gives individuals traditionally locked out of mainstream society entry into the larger community.

The program stresses more than provision of jobs. Individuals have rights to a job, a career, and an adequate income. A career implies permanence, meaningfulness and opportunity for upward mobility. A career job should serve as a launching pad that gives a person both incentive and access to increasingly responsible employment. The important criteria, given these considerations, are that jobs be meaningful, that they are not "dead-end" and that the entry level wage rate not be patently substandard.

It is usual to gain entry to jobs through specific education. However, access to post-secondary education is closed to many people because of income levels, race, geographic location and other conditions of personal status. Those individuals who do not have easy access to education, who are often unemployed and living in poverty, present major problems in motivation, training, job

development and continuity and stability of employment. Programs training the hard-to-employ have generally proved unsuccessful. This is partly due to the fact that individuals who have been given a raw deal in society often see their environment as potentially harmful and do not see themselves as being able to improve this. The hard-to-employ often view other people and their motives with distrust and suspicion; the individual sees himself as powerless. they may respond to supervisors with suspicion and may doubt that good performance will lead to raises, promotion and other good outcomes. Traditional incentives such as raises and promotions are not initially effective.

The New Careers program operates on the belief that individuals can be trained to do a job well regardless of the entry level criteria. There is often little relationship between level of formal education required for a job and job performance; many of the education criteria for jobs are irrelevant. Exit qualifications are perceived to be more important that entry level qualifications -- the program motto is in essence "Hire now, train later." The assumptions about training which underlie the New Careers program are that adults are able to learn, and are motivated to learn when concepts are related to job and life concerns. Once individuals feel secure in their jobs and the possibilities for advancement, the motivation flows as does their ability to learn. As well, learning is seen as valid regardless of the environment in which it has occurred or the manner in which it has been obtained. To this end, a training program has been developed that takes into account the needs of the individual trainee, the learning required to do the job, and some courses aimed at personal growth and development. As well, the program attempts to be comprehensive in that it provides not only a salary but also assistance with dental needs, glasses, clothing, some child care and further education in an effort to remove all barriers that hinder individuals in their ability to learn and to grow, both personally and professionally.

Another rationale for the New Careers program was that the quality of government service could be enhanced by both a differential use of professional personnel and by providing a layer of service givers closer in background to those being served. It was felt that many tasks which highly trained professionals perform are routine, make inefficient demands on their time and skills, and could adequately be completed by paraprofessionals or aides. As well, it was felt that service both in the civil service and in the human services, would be improved through the use of paraprofessionals who are closer in background to the target population.

The original goals of the program based on the above assumptions became:

1. To provide opportunities for interested and motivated people who have been blocked from the traditional academic routes to career development, to develop their potential, change their lives, and make a meaningful contribution to society.

2. To create socially useful and meaningful jobs at the entry level, to help individuals enter the job market in areas of high need in the human services; to train people for such jobs and for advancement within and between agencies.

3. To increase the efficiency and effectiveness of services through the use of paraprofessional workers; to provide a way for people who have been recipients of service to bring their experience and unique qualifications, such as specific knowledge of the language, culture and community to the delivery of service.

4. To reorient government employment practices by demonstrating that the waiver of traditional recruiting patterns and credentials does not entail a lowering of standards, if accompanied by special program efforts.

The program has in part focussed then, on providing entry for a specific target group into socially useful and meaningful jobs. This target group has consisted of people who have been unemployed, or underemployed and are disadvantaged in terms of formal education, age, sex, ethnic background or geographic location. In 1977, of the 203 trainees on the program, approximately 90% were Indian or Metis, 60% were located in over thirty communities in Northern Manitoba, and 65% were women, many of whom are single parents and the sole support of their families. The average age was thirty years.

New recruiting was undertaken again in January, 1979. Of 92 trainees on the program now, 54% are Indian or Metis, the average age is thirty years old, the average grade level is 9.7, with 67% of the trainees having Grade 10 or less. At least one trainee is illiterate. 50% of the trainees were unemployed at the time of hiring, with 26.6% of the other half working in part time, unstable jobs. Of those trainees who were working full time, which came to 23.3% of those hired, 17.7% were working in unstable, unskilled jobs, e.g. waitressing.

Some of the differences noticeable now are that 63% of the trainees are male, with only 37% being female. This is attributed to the fact that more of the projects are male dominated labor, with fewer than before being female dominated. More of the trainees lie in the 20-29 year old age group; this however could be attributed to the rising unemployment rate. Interestingly, though, 31 of the 46 trainees in this age group are Indian or Metis.

Ryant and Proctor suggest that over time the tendency has been to recruit less occupationally problematic New Careerists, and this would appear true to some extent from current data. There are a number of reasons for this. The program has always had a limited number of training positions available; at the height of its operation it was training only 200 individuals. The program, in recruiting, has had to look for individuals who meet the criteria of the target group, and at the same time demonstrated enough motivation and interest to give some assurance that they will see the training period through to its conclusion. The program recognizes the fact that the lowest possible dropout rate ensures the maximum use of positions available. Intensified screening and hiring procedures have therefore been introduced, and will be evaluated in terms of ability to retain individuals on the program, as well as the successes of these individuals in terms of employment after graduation.

As well, it appears that as the unemployment rate rises, the number of individuals meeting the criteria increases and increases specifically for those who are younger, inexperienced and unschooled. However, even with some of the changes, it would appear that by and large, the program is still hiring individuals who are both disadvantaged and motivated.

If one is to examine the objective of the program further, it is necessary to look at the jobs and positions that have been created. In 1977 training was ongoing in approximately 40 different projects or careers.

Technical Areas - conservation officers, environmental assistant, Manitoba Telephone System craft personnel, draftsperson, cartographers, engineering aides, laboratory technicians, and library technicians.

Helping Professions - residential child care workers, social service workers, chemical abuse counsellors, rehabilitation specialists, probation aides, crisis counsellors, outreach workers and day care workers.

Community Services - community health workers, recreation specialists, home advisors, paralegals, northern regional co-ordinators, nutrition advisors, radio announcers, adult education instructors, regional administration assistants, relocation counsellors, and employment consultants.

Additional projects - administrative secretaries, accounting assistants, storekeepers, correctional officers, equal opportunity workers, co-op development managers, systems analysts, a tax credit administrative officer, a school attendance officer, a geologist-paleontologist, and one of the two toponomists in Manitoba.

Training areas are identified by the co-operating government department or external agency; however in some cases native organizations have made recommendations to incorporate native workers into particular jobs (i.e. corrections, probations, conservation) and have identified needed community services (i.e. sanitation and environmental control, community recreation).

Currently training is ongoing in the following areas: chemical abuse counsellors, residential child care workers, juvenile corrections counsellors, adult correctional officers, air maintenance mechanics, recreation specialists, audio visual technicians, day care workers, lab technician, Hudson Bay Company northern store managers, teacher's aide.

A quick overview of the current training areas shows that, while training is being done in the human services professions, it is being done significantly less in the public sector. As well, the program is expanding into areas in the private sector. This represents at least in part the current government's concern with the role of the private sector. The changing pattern of training positions does indicate at least one thing - that although the program does hold to the beliefs indicated in goal number four that the waiving of traditional recruitment patterns and credentials does not entail a lowering of standards - the program is no longer actively involved in trying to reorient government employment practices in this area. It is however, involved in this to some extent by virtue of training in paraprofessional areas.

The original concept of a New Careers program envisioned the creation of a number of paraprofessional positions on an ascending scale, each calling for more knowledge and skills and leading eventually to a professional position. At the same time that this provided non-traditional access to professional jobs, it increased levels of service. It did this in a number of ways. First, it allowed highly skilled and trained professionals to make more efficient use of their time by freeing them from tasks less trained individuals could perform. Second, it allowed individuals who have often been service recipients to bring their life experiences and knowledge of culture, language, etc. to the provision of service in a way that professionals often could not.

The New Careers program trains in a number of paraprofessional areas in the human services. Over the years of the program, and more often recently, this has raised some concerns and problems. At the best of times, professional groups are reluctant to accept the use of non-professionals as service givers, or to recognize competence on their part. This tendency becomes even greater

in periods of high unemployment, when credentials acquired through traditional means are given greater and greater credibility. What this has meant in some cases for New Careerists, as well as for a great many others, is the closing of doors due to their lack of professional credentials. However, this is not universally the case, and in the other provinces some program graduates have been offered good positions in large part due to their training with the New Careers program.

In an area such as the chemical abuse field, where many workers are paraprofessionals, the New Careers program provides a great deal of training where little exists. It is becoming more important in this field of paraprofessional work to ensure that workers are trained and that this training is recognized. This is an important issue for the New Careers program by virtue of the number of New Careerists, past and present, who have been trained in this field. whether further initiatives in this area will be supported by the government is a question that remains to be seen.

"What the New Careers program has demonstrated is that there are ways of successfully training adults, who have been previously unsuccessful in regular educational institutions or in obtaining employment, as professionals, paraprofessionals, technologists and technicians, without lowering standards of performance (Ryant and Proctor, 1973, Zachariah, 1976). The trainees have demonstrated that people who lack formal educations but are highly motivated can gain the necessary knowledge and develop their skill level to the degree that is required for effective performance in a variety of careers. If success is gauged by numbers, approximately 80% of the trainees have remained on the program and obtained jobs after their training period had been completed (Zachariah, 1976). It is difficult, however, to use this figure to reflect "success" accurately, since several of those who left the program did so to return to school, to move to other programs better suited to their needs, or to obtain employment in another career area." (Lenton, 1977).

MANDATE

The New Careers program in Manitoba was first established by Order-in-Council in 19770 as a demonstration project. The Mandate for the program was and is non-statutory and does not lie within provincial legislation. It was initiated originally to demonstrate the hypothesis that:

> "....persons trapped in the chronic cycle of poverty can, through a combination of special efforts, break out of that cycle permanently and become productive members of society"

The program was very much in keeping with the philosophy of the government of the day of increasing options for participation of various groups in the socio-economic system. However, it is important to recognize that New Careers at that time, enjoyed a limited mandate.

> "The program was of small scale; it had pilot project status. Departmental co-operation was to be elicited and could not be coerced. Short of the costs of using some of their own personnel, departments were not required to commit extensive resources to fulfilling the program. The guidelines were broad and their operational specification was left to negotiation on a project by project basis. New Careers itself initially had only one full-time staff person as well as part of the attention of the Human Development Advisor. For all these reasons the initiation phase of New Careers can properly be described as a program "going where it could" rather than where it wanted to or was required to go. Program development has depended on good will rather than on strength of mandate."
> (Ryant and Proctor, P. 9-10).

The program moved from pilot project status with thirty trainees in 1970 to an ongoing program of service with two hundred trainees by 1977 with increasing levels of funding. This was in part due to the signing of the Canada Manitoba Northlands Agreement which allocated resources for more extensive training in the North. Some of the issues raised at the time of initiation remained: Departmental co-operation had to be elicited and departments were not required to commit extensive resources to fulfilling the program. Negotiations occurred on a project-by-project basis, as did approval to go ahead with new ventures.

In October of 1977 restraint measures were imposed on the program and were not lifted until January, 1979. During that period of time, most New Careerists in training at the time of the restraint saw the conclusion of their training program. However, no new intake was accomplished during that period. This raised serious questions about the continuation of the program and about the nature of the program if it were continued.

In the fall of 1978, the program was transferred from the Department of Education to the Department of Labor and Manpower. In January 1979 the program was directed to start recruiting again and has since hired 92 trainees for training periods lasting from 18 months to two years. Many of the training areas are the same of those previously used; the range of areas, however, is not as great. In at least one area the program has broadened its base -- this is in the air mechanics trade, an area that had first been explored prior to 1977. This is in line with the government's thinking on the role of the private sector. All training areas have been approved directly by the Minister responsible and in this way have received a direct mandate to continue.

Since January 1979, when the program started up again, New Careers has been directed to expand into the private sector. As well, it has been made clear that jobs must be the end result of the training process and that the hiring agency must make the final selection of trainees. Decisions continue to be made on a project by project basis, departmental co-operation must still be elicited and can not be coerced.

The New Careers program operates out of a framework that attempts to provide access to certain traditional job areas for a specific target group, as well as to demonstrate the manner in which many job-entry requirements serve as unnecessary barriers that prevent competent and/or trainable people from being employed. Within this framework, it is possible to expand the base of the program's training areas out of human services and the public sector into the private sector without eroding the fundamental nature of the program. In this

sense the New Careers program is not a traditional manpower training program; it provides employment and more. It is through operating out of this framework that the program maintains its unique focus.

SERVICE DELIVERY FRAMEWORK

Staffing

The New Careers program is divided into an education component, a monitoring component and an administrative component. Monitors are responsible for negotiating with departments regarding training positions, developing training plans, job task lists, and evaluation forms that are crucial to the success of the training program. After individuals have been recruited, screened and hired, the monitor is responsible for the ongoing operation of that project. This entails liaison with the training agency, providing individual support to trainees, and helping in the delivery of the teaching where necessary. The education component is responsible for the delivery of training in the classroom, for relating training to job functions, and for providing individual instruction. As well, the education component works very closely in developing training plans and job descriptions prior to hiring, is involved in the screening process and in providing support and help to individual trainees.

The program has worked continuously over the years to maintain a horizontal structure with instructors and monitors working as closely together as possible. Many staff members have or are developing competencies in both areas, and the program is moving more toward having staff members who have dual responsibilities in both areas. Most staff, including administrative staff, have monitored at some time or other. Also, many monitors have been responsible for the delivery of some part of the educational component.

The New Careers program attempts to keep on its staff a mixture of individuals with competencies in various areas. Thus, some staff have the professional qualification in a variety of areas and, one hopes, the competencies, required by the position. At the same time, others are hired by virtue of their experience, both life and work, and abilities. At least two staff members have achieved some of this competence and experience through their training as New Careerists.

The distribution of staff functions, although based on some loose ideas of structure, are primarily task-oriented - the individual with the mixture of desire, competence and support can try what she/he is interested in. Service is delivered to the trainees in whatever way is deemed necessary. Everyone on staff is available to and delivers service to the trainees.

New Careerists deal directly with instructors, monitors and administrative support staff. Trainees are encouraged to get to know all the staff, and at some point or other will have contact with all through course delivery, upgrading and monitoring functions. As well, monitors deliver service in the field and are expected to visit the trainee's community and hiring organization fairly frequently. Teaching staff are encouraged to visit the trainee's agency or organization at least once and to familiarize themselves as much as possible with the trainee's job by discussions with supervisors, monitors, and trainees to provide more job relevant training.

RESOURCES

The budget for the New Careers program is determined by the traditional departmental estimates process and is secured by way of legislative "vote" each fiscal year. (See Table 1). The Provincial Treasury realizes cost-sharing revenue for program expenditures through its participation in two federally-administered programs. The Canada-Manitoba Northlands Agreement, Department of Regional Economic Expansion, provides 60% of total program expenditures for trainees in designated training in the northern region of the province (as determined by the Provincial Department of Northern Affairs boundaries). Canada Employment and Immigration Commission, through the Occupational Training Act - Canada Industrial Training Program (C.M.I.T.P.) provides for 85% of trainees' salaries, 50% of trainee travel and accommodation, and 100% of instructors' salaries and associated costs for the first fifty-two weeks of the training, for trainees in designated training positions/areas in the southern region of the province. This considerable return to General Revenue provides substantial support and incentive for the Province for continued operation of the program.

TABLE 1

Total Budget and Unit Cost

New Careers Program 1976-1980

		76-77 Actual	77-78 Actual	78-79 Actual	79-80 Voted
Total Budget[1] (North & South)		2797.0	2808.2	1504.1	2095.4
Total number of trainees (North & South)		200	200	94	116
Unit Cost[2] (cost/trainee/year)	South	11,816	12,258	13,835	
	North	16,691	16,010	17,750	

1. Total Budget - administrative costs, trainee and staff travel and accommodation costs, support services (babysitting, dental, glasses) trainees salaries, staff salaries, teachers, books, etc.

2. Unit Cost - total program expenditures divided by number of trainees carried.

Table 1 sets out the actual budget, north and south, for the years 1976 - 1979 and the number of trainees carried by the program in those years. The unit cost per trainee per year is given for each year in current dollars (that is, not adjusted for inflation). Table II shows the percentage of total budget expended on trainee salaries and compares it with the percentage spent on staff salaries. The category labelled other expenditures includes fee for service instructors, supplies, printing, books, staff travel and expenses and all operating costs. The costs in the north are greater due to additional travelling and lodging costs as well as a generally higher cost of living.

TABLE II

Comparison of Staff and Trainee Salaries
As a Percentage of Total Expenditures

		76-77 Actual	77-78 Actual	78-79 Actual	79-80 Voted
Total percentage expenditure on Trainee Salaries	South	76%	73%	70%	
	North	67%	67%	62%	
Total percentage expenditure on Staff Salaries	South	11%	13%	23%	
	North	10%	10%	14%	
Other Expenditures*	South	13%	14%	7%	
	North	23%	23%	24%	
Average salaries paid to trainee	South		8,928	9,653	
	North		10,741	11,049	

*Other expenditures includes fee for service instructors, supplies, printing, books, trainee travel and accommodation costs, staff travel and expenses and all operating costs.

PROGRAM LINKAGES

The key linkage with other programs that New Careers must and has successfully developed is that with the agencies which provide training placements. Not only must their agreement be sought, but detailed negotiations must be undertaken to ensure the best possible training experience for New Careerists. These agreements range from a decision to go ahead with a New Careers project -- this involves a commitment to train on-the-job, provide resources for the trainee and give as firm a commitment as possible to hire upon successful completion of the training period — to the development of a training and evaluation plan both on the job and in the classroom. Making the initial contact ensures a solid framework within which the trainee operates. Once support has been obtained to go ahead with this process from those with the proper authority, the most important person to be involved is the line supervisor who will be directly responsible for the trainee on the job. Experience has shown that it is absolutely crucial that this individual

understand the New Careers concept, be committed to it to some degree and be willing to work with and give support to the trainee. This commitment from the line supervisor gives a trainee the support she/he needs to complete the training process, as well as the responsibility and independence needed to change potential into growth and competence. Other informal contact with other organizations and agencies are used for referrals and information when necessary.

EVALUATION AND PROMOTION

Evaluation Means

New Careers has undergone two evaluations over a nine year period both of which were conducted by external consultants. The first one, done in early 1973 by Ryant and Proctor examined the program while it was still relatively young and made recommendations as to its ongoing nature. the second, done in 1976, was carried out by Dr. Matthew Zachariah and Anne Deines. It attempted to develop criteria by which the effectiveness of the program could be measured and on the basis of these to make recommendations to the program itself and to government about the program.

Informal evaluation is carried out internally through examination of the trainee group characteristics and training projects to ensure that they correspond to program goals. As well, the program is presently engaged in a follow up study of all trainees involved with the program. We are attempting to determine their current status of employment, the relevance of their training for their particular jobs, the current salary level, and the opportunity of advancement.

The program's search for appropriate training positions has entailed promotion in the public and private sector. Increased awareness of the program's goals on the part of employers helps to open up suitable training positions. This has been done through individual contact and group workshops. Promotion to the

public and the target group has been done by word of mouth, as well as contact with various organizations that include Canada Employment Centers and native organizations. Because there is a limited number of available training positions it has not been necessary to publicize the program extensively.

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NEW CAREERS - AN ALTERNATIVE POST-SECONDARY EDUCATION PROGRAM

John MacKenzie

New Careers was established by the Provincial Government of Manitoba as a strategy to fight poverty in 1970. It was established initially as a demonstration program to provide employment and training for adults in career jobs in the Provincial Government. Over the years, this training program has expanded into a post-secondary education program. Today the program provides training to government funded agencies and private organizations as well as government agencies. During the years of development of the program, staff were constantly confronted with how to make their mandate a reality. They struggled with a wide variety of process, structures and methods. This creative search enabled the program to provide real alternatives to adults who had been structurally excluded from post-secondary education and meaningful job opportunities. Throughout the history of the training program it has sought to improve society in many different ways on many different levels. It has carried out its mandate and continues to do so.

In 1972 the first group of trainees consisted of five people. In 1983 there were 272 adults receiving training. As of February 1984 the New Careers program was designated post-secondary education status, giving recognition to the fact that the process, structure and methods are resulting in competent graduates. The adult in the program today is reflective of the population the program has served over the years. The average age of our trainees is 30 years. They enter the program with an average education level of grade 10. 83% of the adults are of Indian descent. 43% are women, 75% of whom are principal wage earners. These averages have varied over the years. In reviewing the data since 1979, we observe that the information is approximately the same with the exception that the native participation has substantially increased. This possibly reflects the move by Tribal Councils to take over more local control. Examples of this are two major training programs used by the Tribal Council - The Child and Family Service Worker training program and the Budget/Financial Analyst training program.

(1) **TRAINEES PROFILE 79-84**

	1979-80	1980-81	1981-82	1982-83	1983-84
Entry Grade level	9.7	9.6	9.7	9.7	10
Native Descent	54%	63%	64%	75%	83%
Average age	30	28.5	29	29	30
Female	40%	50.5%	51%	43%	43%

New Careers over the last fourteen (14) years has been a real alternative for 662 graduating adults. They participated in forty-five different human services, technical and managerial training and education projects. New Careers information indicates that there is an average of 15% of those who enter the program who drop out or are terminated. In the fiscal year 1983-84 there were 272 adults participating in 16 different career training projects. They live in 60 communities throughout the province and participate in 73 employee locations.

(2) **CAREER TRAINING POSITIONS**

- AWASIS Child and Family Service Workers
- Children's Aid - Child and Family Service Workers
- Department of Community Services - Family Service Workers
- Chemical Abuse Workers
- Juvenile Residential counsellors
- Adult Correctional Officers
- Budget & Financial analysts
- Frontier School Division School Counsellors
- Drafting Technicians
- Friendship Center - Community Resource Workers
- Native Trainers
- Retail Store Managers
- Cross Lake - Arena Managers
- Frontier School Division - Residential Counsellors
- Aircraft Mechanics
- Heavy Equipment Operators

While the New Careers program may share many of the processes, structures and methods used in other adult education programs, it is unique in how it has over the years developed and organized these components and brought them under one program. The New Careers program today offers a case study in a non-traditional approach to post-secondary education. In planning and implementing training projects, New Careers constantly applies an action research model to achieve its goals and objectives. This modifies its processes, structures and methodology to enable the New Careers program to respond to the unique features of each of its training projects. The purpose of this paper is to explain from the writers perspective the various processes, structures and methods that make it possible for adults to become effective professional practitioners in their field of work. These will be presented under four headings:

(1) Operational assumptions
(11) Competency based training and education
(111) Establishing an adult learning environment
(1V) Supports designed to remove barriers to participation

(1) OPERATIONAL ASSUMPTIONS

The New Careers program established basic assumptions about adult learning and the system that supports or blocks participation. These basic assumptions provided the education program and its staff an operational focus from the time of planning new training programs throughout the delivery of the program. In many respects, over the years, these assumptions have been substantiated so often that one could state that they are not assumptions but facts. They are:

1. Poverty is the result of economic, social, or geographic barriers and is not caused by inherent personal weakness.

2. The most immediate need of disadvantaged persons is employment which also provides training/education and then career opportunities.

3. Successful training programs are geared to functional learning. Adults more readily learn concepts that are related to job and life concerns.

4. There is little relationship between the level of formal education and job performance, therefore, many of the educational criteria for jobs are irrelevant. Waiving the criteria for career paths would not result in the lowering of performance.

5. Learning is valid regardless of the environment in which it has occurred or the manner in which it has been obtained.

Applying these assumptions has lead the training and educational program in a variety of imaginative non-traditional post-secondary education directions. This resulted in removing the familiar structural barriers that adults from lower-socio-economic classes face in searching for meaningful employment and training.

(2) COMPETENCY BASED TRAINING AND EDUCATION

The New Careers Program proceeded to explore alternatives for (3+4) achieving the planning and delivery of its educational responsibilities. The assumptions and experience indicated that the most immediate need of an adult is for meaningful employment. With this in mind they identified that the work which the trainee was to be involved in should become a central governing factor in the planning of the training. Staff experiences also pointed to the fact that too often people coming out of post-secondary institutions were not providing communities and organizations with the competent staff they needed. This led them to concluding that the education component needed to be job related.

In the mid seventy's New Careers adopted a competency based curriculum system (as it was called then) from a New Careers program in New York. For many years New Careers was the only competency based program in Manitoba and possibly in all of Canada. The system has enabled the New Careers program to work with organizations and communities to discover ways to focus on performance as the test for educational attainment.

The New Careers competency based system begins with a request from communities and organizations who have a clearly defined personnel need. The need for professional practitioners is then translated into a well defined job description that reflects the information gathered from the community and organization regarding what they want the worker doing upon completion of his/her training. The curriculum is based on the job description and the well defined job tasks to be performed. The knowledge, skills and attitudes to achieve these job tasks are identified and organized into modules that are delivered in the classroom and on-the-job. A New Careers certificate is based upon the professional practitioner satisfactorily demonstrating she/he can perform the job tasks previously identified.

The cooperation of the participating employer is a critical link in making the competency system succeed. The support of management and staff or participating organizations has often been noted by New Careers staff to make the difference between a competent trainee and mediocre one. The participating community and organizational staff are involved in the planning stage and the implementation stage. New Careers provides in many cases two supervisor workshops for the on-the-job trainee supervisors throughout a two year training period. In both of these workshops there is time for their input into the training program. A field staff project co-ordinator meets with the supervisor and trainee every two months to discuss the trainee's progress on-the-job at the present time and to identify increasing responsibilities for the trainees. We encourage participating organizations to use or develop an employment assistance program that is available in many progressive organizations today to assist their staff in working out their personal difficulties. A part of the contractual agreement with participating organizations is that they will hire the successful graduate. We have found our competency based training plans have been adopted by organizations and used in some cases as performance review outlines. Post-secondary institutions have used our training plans as resources in achieving their objectives.

Although the New Careers training and education program is based on specific objectives with job specific training, it is also broad enough and rich enough so as not to mitigate against persons moving into other human service agencies. Efforts have been made to build life skills - interpersonal communications, group participation and problem-solving skills are important components to be taught in each training program. The adult learning process supports and provides a humanistic environment that gives attention to the growth of the whole person.

New Careers incorporates adult basic education training in each project. This program is provided to trainees who may set their objectives on obtaining their General Equivalent Development 12. Additional advanced reading, writing or mathematic skills are provided to trainees where the specific job requires such competencies.

(3) COMPETENCY BASED TRAINING PROCESS

JOB DESCRIPTION

What is the general nature of employee's positions?
e.g. Community Service Worker, develops and delivers services to youth in community

TASK LIST

What are the specific job tasks the worker in training will have to perform?
e.g. Consulting with individuals and groups

KNOWLEDGE AND SKILLS

What knowledge and skills are required to perform this job task?
e.g. Knowledge of consulting approaches specific consulting skills....

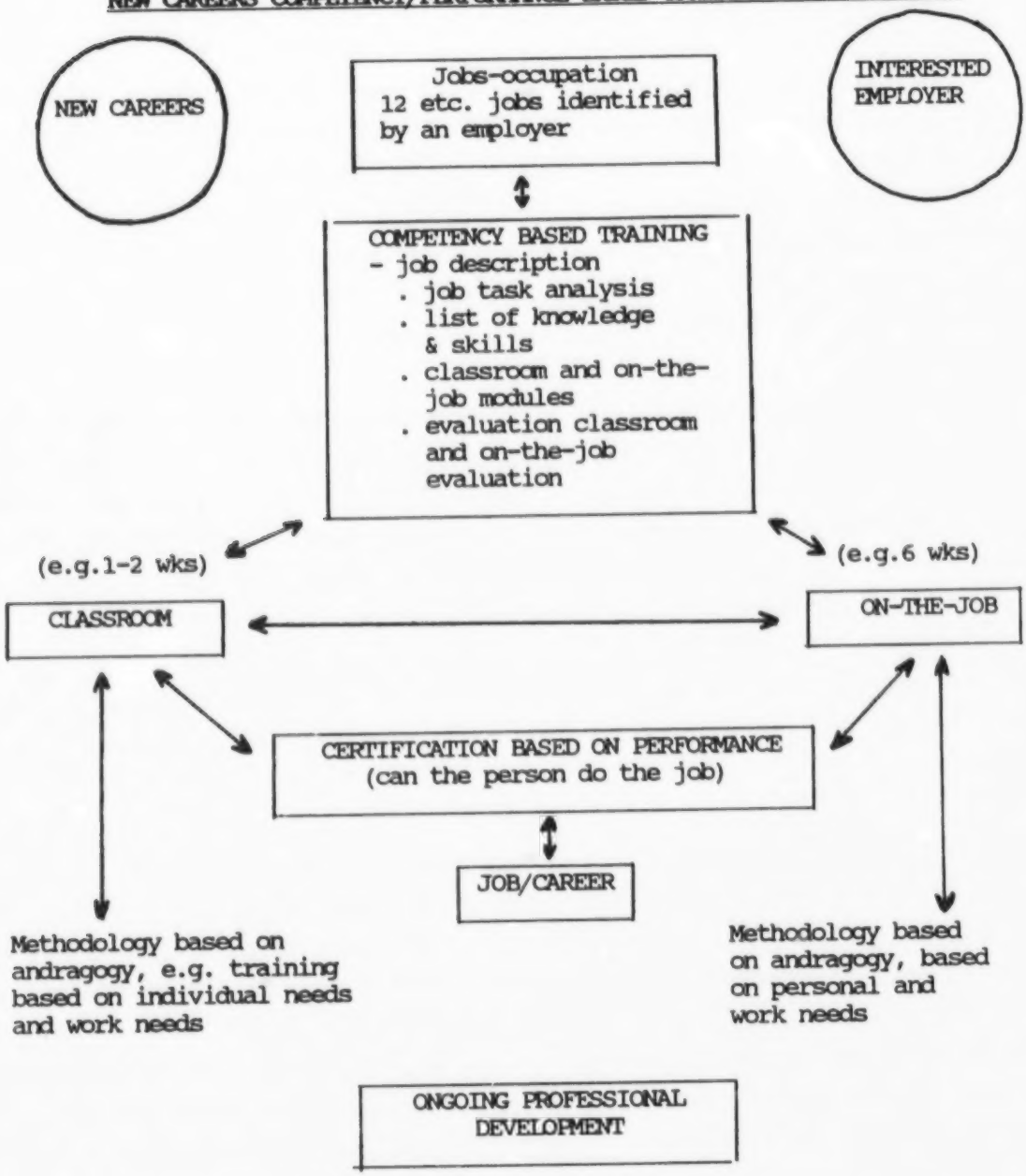
TRAINING PLAN - LIST OF CLASSROOM AND ON-THE-JOB MODULES

How, where and when will the worker in training acquire these skills and knowledge?
e.g. How - 2 week consulting skill module - When - Oct. 4 - 18
Where - Gimli (2 weeks of a 2 year training)
Returns to the job and applies the competence in the real job situation

EVALUATION

Evaluation is designed to assist the trainee develop the competencies. How will the acquisition of these competencies be measured?
Classroom Transcripts: performance test by trainer - feedback and documented.
On-the-job evaluation of performance by job supervisor ongoing feedback is provided - conferences are held with trainee, supervisor, trainer, project coordinator and documented.
Final evaluation: summary of competencies the worker in training has acquired.
- documented - final on-the-job evaluation and all classroom training listed.
- Letter on trainee's performance over the training period is obtained from the job supervisor and Trainer/Coordinator.

NEW CAREERS COMPETENCY/PERFORMANCE BASED TRAINING AND EDUCATION



- planning system is competency based education/training

- delivery system based on group training using andragogy model together with building self confidence, interpersonal communication, problem-solving and group skills.

(III) ESTABLISHING AN ADULT LEARNING ENVIRONMENT

J. Roley Kidd, Malcolm Knowles and other adult educators have researched and identified appropriate andragogy (defined as the art and science of helping adults learn) to enable adult education programs to be successful. I found that many of the adult education principles that were developed at New Careers came out of the programs operational assumptions previously mentioned. Today New Careers finds it essential to search for trainers who have experience, knowledge and skill in native adult education.

Some of these principals that guide the New Careers programs are:

1. READINESS TO LEARN - Our experience has constantly shown us that adults want to learn to solve their work and personal problems. Our training and education is designed to provide the know-how in completing tasks and solving problems. The work in which the trainee is involved is a central governing factor in the training plan. The trainee in New Careers is probably more appropriately called a worker-in-training. Thus training and education are both required to be related to the needs of the job and can draw upon the work of the job as a body of experience and material for training.

2. LEARNER EXPERIENCE - The learners experience becomes central in the learning process. New Careers uses a competency based group learning process to facilitate this. From the beginning of New Careers, the trainees who were receiving training were often the client. For example, some of the Correctional Officers were once inmates and the Chemical Abuse workers-in-training were formerly chemical abusers. The real life knowledge provides a rich education that is not normally found among middle-class members of the helping professions. The unique feature of participating in an actual job situation enables the worker-in-training to bring that experience to the classroom so the trainee has the opportunity to become at times the trainer when they share their problems and solutions as case study examples.

3. MOTIVATION TO LEARN - New Careers Trainer/Coordinators rarely have a struggle with trainee motivation. The new trainee starts out by applying and going through extensive selection procedures, then signing a contract to be an active learner. Frequently trainees are involved by staff in developing learning goals and objectives and recognizing points where they would be able to identify their progress. The trainees are out to do a job and to do it well and this dynamically facilitates motivation.

   New Careers encourages trainees to identify support system to facilitate learning. The project coordinator who is available around the clock is frequently their initial support while actively encouraging trainees to set up other supports. No concern or problem is excluded from the discussion with their project coordinator. Where appropriate, staff use a contracting system with trainees to facilitate growth and development. Where additional resources are required to enable trainees to solve personal or work problem, trainees are encouraged to use local or nearby resources if available.

4. VISIBLE PROGRESS TOWARDS HIS/HER LEARNING GOALS - The learning to be developed are organized into small units so the trainee can identify learning progress. Trainees are encouraged to identify progress points. This facilitates their development of the required competencies. Trainees are frequently involved in evaluating their own learning progress both in the classroom and on-the-job. They are encouraged to request feedback prior to applying a specific competency. Project coordinators notice that after several months into training many of the trainees start to request a coordinator to visit and observe their application of the competence and provide feedback after their work has been completed. Part of the expectation and training of the supervisor is to provide appropriate feedback so that she/he sees visible progress. Trainees are encouraged to evaluate their learning and the program on an ongoing basis.

5. LEARNER SELF-CONCEPT - Adults who come to New Careers carry considerable pain from their previous experience with the educational system. This apparently is not uncommon among most adults. These adults who come to New Careers desire to be independent or interdependent. We have found that the lecture method of teaching prevents the movement to independence and rarely facilitates development of the practitioners competencies. New Careers actually considers the lecture method as the least desirable method of teaching adults and finds considerably more success in using role plays, small and large group discussions, case studies, and other methods of participative learning. Our actual classroom environment is also non-traditional. Training groups frequently sit in the traditional native circle and open and close the day with the hand shake or other exercise that involves and respects the individuals in the group.

   Several months into the program trainees have been observed to show a variety of behavior that indicate a growing positive self-concept. They speak more clearly and are more often willing to volunteer for role plays or other learning events. They often speak of how good they feel about themselves and the progress they are making. They receive feedback more easily and identify plans for growth and development.

   New Careers staff are conscious that a support learning environment is critical for the adult learner. New Careers staff realize that caring needs to be experienced more than spoken about. Staff frequently find themselves as trainee advocates. The issue of a supportive learning environment is discussed with supervisors. Project coordinators frequently find that considerable time is required in providing supervisors with how-to-do methods that would enable them to develop such an environment. Being sensitive to the adult learners and doing what needs to be done so that what is known in research is actually carried out has enabled many of the trainees to know that they are important as people.

One can adopt the competency based system from New Careers, but if they do not adopt the principles that support adult learning they are ignoring the heart of the program.

(IV) SUPPORTS DESIGNED TO REMOVE BARRIERS TO PARTICIPATION

Some of the barriers that adults face in participating in post-secondary education were eliminated by (1) New Careers operational assumptions; (2) Competency Based Training and Education System and by; (3) establishing an adult learning environment as referred to earlier in this paper.

I will refer here to other supportive process, structures and methods that were designed to eliminate other barriers normally confronted by adults structurally excluded from post-secondary education.

1. **FINANCIAL SUPPORT:**

   (a) New Careers trainees receive a training allowance. This starts with approximately 70% of the salary a trainee will earn upon their graduation and becoming full time employees. This training allowance increases about 5% every six months. No salary is below the minimum wage of the province.

   (b) Training, travel, room and meals are provided. An accountable advance to cover needed available cash for meals during this time is also provided.

   (c) Assistance is provided in most cases to obtain needed work clothes, eye glasses, and dental work.

   (d) Child care cost while away for classroom training is generally provided to single support parents.

FINANCIAL SUPPORT, cont'd

(e) Financial support is also provided to attend special community workshops or University courses where these are appropriate and are identified as facilitating development of the professional practitioner competencies as previously defined.

2. INSTITUTIONAL

New Careers considers itself as a non-traditional post-secondary program. The processes, structures and methods used in the program are designed to be supportive to the adult learner and eliminate barriers that one is inclined to find in Institutional adult education. Classroom training is scheduled in one or two week blocks. The trainees have permission from their participating employers to attend. The training is provided in locations throughout the province. New Careers established a Northern office because 30 northern trainees in the AWASIS Child and Family Service Program were being trained. Other training projects have consisted of all local people so training was provided in that particular community with the exception of special technical modules and practical work experience. This does not require the family to move from the community during the training period. Rural locally trained practitioners are less inclined to move to and remain in urban areas.

Learning methodology is participative and therefore more appropriate to meet the needs of adult learners. Grade level is not a requirement for participation in most of our training projects since we do not consider grade levels as being relevant to adult performance. Because of personnel criteria in many of the job placements (locations) we require a full time employee to have their grade 12. This also provides the trainee with support for job mobility. New Careers provides adult basic education to enable trainees to obtain their G.E.D. (General Education Development 12).

3. ATTTIUDE OF PARTICIPATING ADULTS

New Careers has on the average 20 adults applying for one position. These adults are motivated. Adults applying to New Careers want a job and training to do a job but New Careers does not have the finances to provide all adults with what they are motivated to achieve. It is my assumption that because the New Careers structures, processes, and methods support the participating adult learner, motivation is rarely a problem with the program. The high motivation of the worker-in-training to do their job well in turn motivates the individual to learn the competencies required to perform the job tasks well. The application of the competency model encourages adults to excel rather then strive for mediocracy. For a variety of reasons, we find that teaching adults to re-learn how to learn facilitates the extensive learning that is accomplished.

4. ATTTIUDES OF STAFF OF PARTICIPATING ORGANIZATIONS

New Careers staff who participate in developing new training projects with new staff who have not participated in a previous training program frequently face initial hesitation and concern. Staff of new organizations find it difficult to see how the trainee can master the competencies identified without going throughout the educational route that they went through or travelling on the road of "hard knocks" that they had to do. The new organizations have to learn as well from direct experience that this system works. One social worker who went through this learning process frequently mentioned afterwards that the New Careers system is able to provide more competent workers in the social work fields than any other program of comparable nature that he is aware of.

New Careers recognizes the participating employers as a part of the solution in facilitating the development of trainees. They initiate the request to have their future staff trained. As a part of their agreement they see hiring the trainee upon successful graduation they are involved in development implementing and evaluating the competency based training system. New Careers normally provides two supervisory workshops throughout the training period. The project coordinator finds themselves providing education to supervisors in a informal atmosphere.

5. CURRICULUM LEARNER NEEDS

As previously mentioned the competency based system and recognition of the participating adults enables the curriculum to be designed with relevance to the learner's needs. The participating adult in this post-secondary education program is in reality a worker-in-training. Within the traditional post-secondary educational system there are models where the student becomes a worker student. The learner in New Careers is encouraged to contribute to the development of the training plan, to question the relevance of the curriculum and to make suggestions for alternatives. New Careers frequently searches for native design material. We have a native G.E.D. curriculum. Staff and trainees are encouraged to search for traditional holistic human and community development concepts and to explore their application to working with people today. The worker-in-training is involved in bringing to the classroom on-the-job experience to be used as case studies.

We have Indian elders available to certain classroom sessions where possible. We deliver cultural awareness workshops. One recent workshop involved trainees, their families and five elders. Staff and trainees explore how the teachings of the elders can be applied to the human service work that trainees are involved in.

6. EDUCATION AND TRAINING STAFF

New Careers seems to be constantly searching for staff and frequently has difficulty obtaining staff we consider qualified. Considering what has been stated in this paper - New Careers rarely finds staff who have appropriate native adult competency based training, education and/or experience. The minimum requirement is that they have to have a native adult education and training experience.

All staff trainers have had direct work experience in the field where they are training. We find that this work experience far exceeds academic equivalence. Out of a difficulty to obtain native trainers, New Careers established within the last year a Training for Trainers program. This has been running for less than a year and is presently meeting our need for qualified native trainers.

New Careers provides many areas for adult education research. The four areas addressed in this paper could be one place to start. Such research would be of considerable value to native groups throughout North American who are striving for local control and want to explore alternative post-secondary education systems for achieving their staff training needs. Such information would be of considerable value for governments that are serious in reaching adults who have been structurally excluded from post-secondary education for a variety of reasons.

In summary, the New Careers program provides an alternative post-secondary education system using a competency based training and education plan where everyone involved knows the training objective. The workers-in-training in the program are motivated to perform well and strive to master the competencies to achieve this. The vagueness that surrounds many occupations and professional careers is removed. The program addresses many of the familiar structural barriers that exclude most adults from meaningful post-secondary education and employment. The program provides the community and organizations a means to participate in the planning as well as the delivery of training while obtaining competent professional practitioners they need.

The program facilitates learning as continuous process from individual needs and work site to the classroom and vice versa. The New Careers program provides a case study in andragogy.

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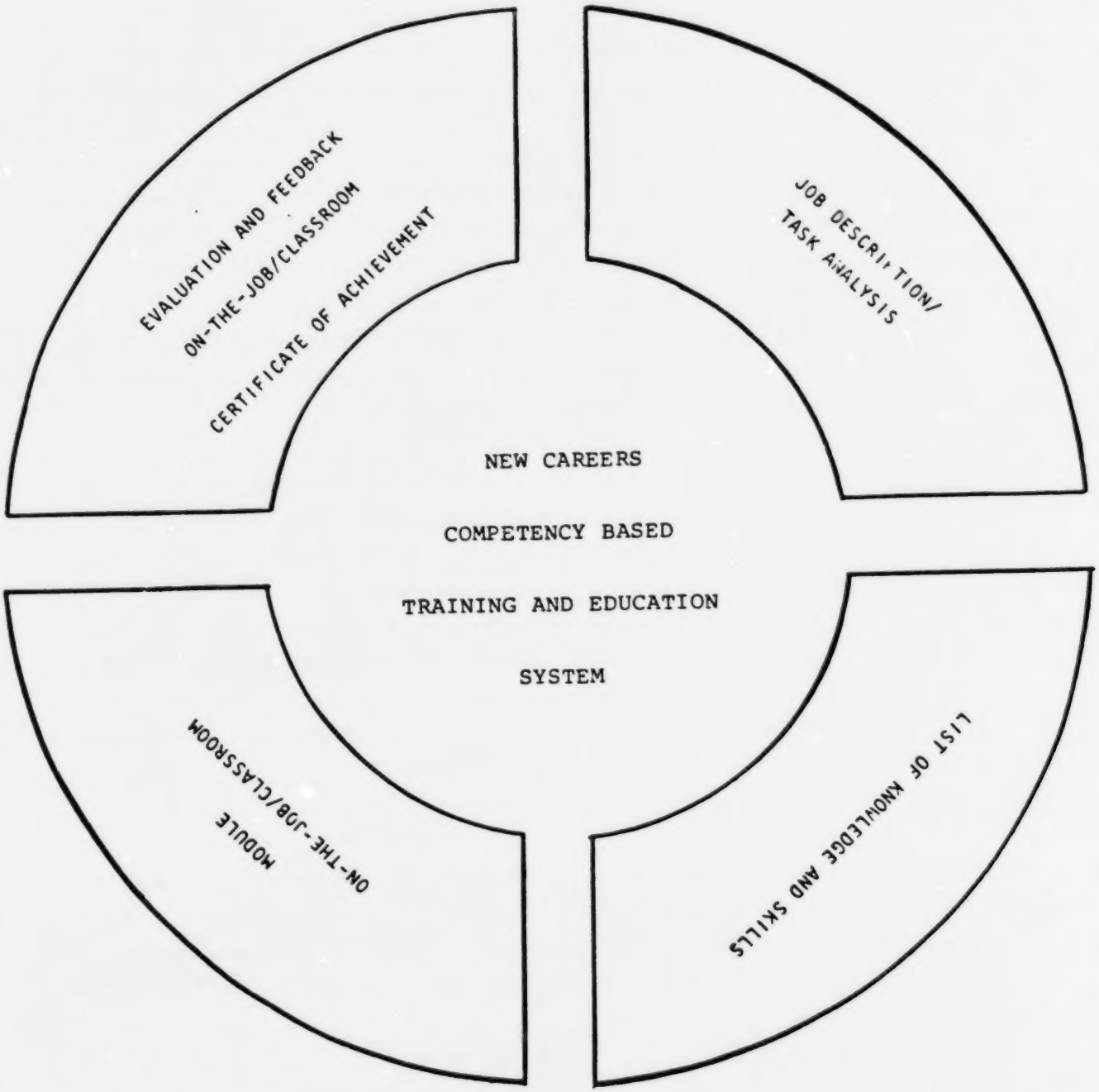
EVALUATION AND FEEDBACK
ON-THE-JOB/CLASSROOM
CERTIFICATE OF ACHIEVEMENT
JOB DESCRIPTION/
TASK ANALYSIS
NEW CAREERS
COMPETENCY BASED
TRAINING AND EDUCATION
SYSTEM
MODULE
ON-THE-JOB/CLASSROOM
LIST OF KNOWLEDGE AND SKILLS

INTRODUCTION

New Careers is an alternative adult career training and education center. It provides experience based career related training to people in Manitoba who have had little or no opportunity to take part in formal education and career employment.

In the fiscal year 1981-82, ninety-one trainees graduated from the New Careers adult training program. They received training in the following careers: Chemical Abuse Counsellors, Residential Child Care Workers, Teachers Aides, Juvenile Counsellors, Recreation Workers, Adult Correctional Officers, Day Care Workers, Nutrition/Health Advisors, Introduction to Aircraft Mechanics, A/V Technicians, Record Compilers and Lab Assistants. Eighty-seven percent (87%) of the graduates are presently employed in the Province.

In 1982 there are nine training projects currently underway. These are Dakota Ojibway Child and Family Service Workers, Northern Retail Store Managers, Adult Correctional Officers, Frontier School Nutritional Advisors, Chemical Abuse workers, Children's Aid Social Workers, Juvenile Counsellors, Tribal Council Child and Family Service Workers, and Air Mechanics. There are 128 trainees who are workers in training in 45 agencies/companies and living in 68 communities throughout Manitoba. Of the present people in training, 54% are of native ancestry and 51% are female. New Careers conducts classroom training throughout the province: Gimli, Winnipeg, Brandon, Dauphin, The Pas and Thompson.

The adults who are presently in training enter the program with an average of Grade 9. They are receiving Adult Basic Education coaching to assist them in attaining their Grade XII equivalency (GED 12), basic literacy training and advanced reading, writing, math and science skills for the job.

The New Careers training and education program is designed to enable individuals to be competent in their careers. This means that the training is to achieve results for the worker in training. The bottom line is, can the person perform on-the-job? To achieve this, the individual is involved in developing professional/paraprofessional competencies by participating in classroom and on-the-job learning. Extensive participation is required on the part of the adult learner, as well as the full support of management and supervisory staff or participating organizations and the New Careers staff project coordinator and trainers. Collectively, they determine what needs to be done to facilitate the mastering of the skills by the individual worker. Evaluation needs to be seen as a tool for helping learners become competent in the career for which they are being trained. New Careers does not deliver "courses" but is involved in developing job career competencies so that individuals can perform at the standard agreed to by the participating organization and New Careers.

The New Careers training and education system, while sharing various components with other training and education approaches, is unique in terms of the assumptions which underly it.

SOME OF THE BASIC ASSUMPTIONS ARE:

1. Poverty is the result of economic, social, or geographic barriers and is not caused by inherent personal weaknesses.

2. The most immediate need of disadvantaged persons is employment which can also provide training/education and career opportunities.

3. Successful training programs are geared to functional learning. Adults more readily learn concepts that are related to job and life concerns.

4. There is little relationship between the level of formal education and job performance; therefore, many of the educational criteria for jobs are irrelevant. Waiving these criteria for career paths would not result in the lowering of performance.

5. Learning is valid regardless of the environment in which it has occurred or the manner in which it has been obtained.

New Careers is a training and education program that starts with the employer. When there has been an agreement between an employer and New Careers to participate in the planning, implementation and final hiring of graduates, the actual training program is developed. New Careers is responsible for the development and implementation of the training and education plan for all of the project areas. New Careers directs and coordinates this planning process. Implicit in this process is the involvement of staff from the participating organization in the planning and implementation. This plan is never "etched in marble". The planning system has been kept open to allow for appropriate changes as the need arises.

COMPETENCY BASED TRAINING AND EDUCATION PLANNING PROCESS

A competency based training plan consists of a job description, a detailed task list, identification of all the knowledge, skills and values necessary to perform each task, a list of classroom and on-the-job training modules, and an evaluation and feedback format for assessing both classroom and on-the-job performance.

JOB DESCRIPTION:

THE QUESTION TO BE ANSWERED WHEN IMPLEMENTING THIS PROCESS IS "WHAT IS THE GENERAL SCOPE AND NATURE OF THE EMPLOYEE'S POSITION?"

Where the job description is already established, it is reviewed and written in a manner that identifies the major areas of responsibilities and the job functions (task groupings) in each area. If no job description exists, it is developed as a result of meetings with agency staff where the job is discussed in its broadest terms. New Careers staff research similar job areas to ensure that no areas of responsibility are inadvertently overlooked. Agency staff review any changes made to the job description, ensuring that the job description reflects the job as it is to be performed in their work environment. This then serves as the basis for developing the task list.

TASK ANALYSIS:

WHAT ARE THE SPECIFIC TASKS THE TRAINEES WILL BE EXPECTED TO PERFORM BY THE END OF THE TRAINING PERIOD?

A task analysis is prepared to determine all of the job tasks required to perform the job competently. Agency staff are again involved to identify the tasks that the trainee will perform in their roles as workers.

Each job in every agency has its own unique task list reflecting how the work is performing in that agency.

The task analysis is performed by either breaking down each area of the job description, or by beginning with a clear slate and a brainstorming session. Following the brainstorming session during which everyone's suggestions are recorded, tasks are discussed and reworded to be more specific, clearly defined, observable, realistic, measurable and written in behavioral terms. Research on job tasks for similar careers is also conducted. The job task analysis is then circulated to people who are noted as being competent in that field of work for review and comments.

All data is collected and tasks are organized into job functions and common group areas. This is then discussed with the participating organization's staff and agreement to proceed is obtained.

KNOWLEDGE AND SKILLS:

WHAT KNOWLEDGE AND SKILLS ARE REQUIRED TO PERFORM THE TASK?

The third step in the plan is to analyze each task to identify the knowledge and skills essential to perform each task competently. The identified knowledge and skills are then organized into learning modules.

CLASSROOM AND ON-THE-JOB MODULES

WHAT ARE THE SKILLS TO BE MASTERED AND WHERE WILL THIS TAKE PLACE?

New Careers does not deliver courses but develops job competencies for specific jobs. These competencies are organized into modules. These modules are priorized according to needs and sequential learning and schedules are set. Then the modules are reviewed to determine how and where they will master the skills and knowledge - on-the-job or in the classroom. Training modules are then delivered using the adult learning methodology.

There needs to be a close relationship between classroom performance and on-the-job performance. There are times when individuals can perform in the classroom but not on-the-job. Where this occurs, New Careers staff and supervisors need to identify the kind of support that would ensure that she/he develops the competencies to perform the job.

This requires that each module be designed to enable the worker in training to obtain the competencies for that specific job. It requires the supervisor of the participating organization and the project coordinator and trainer of New Careers to be working as a team with the trainee to facilitate the learning. If the trainee is not learning, the trainer and team members are not achieving their objectives and they need to reassess their design to achieve the desired objectives.

The actual classroom delivery methods are very important in this training approach since the objective is to develop skills with a good conceptual working basis as to why and how one does what she/he does. The lecture method is one of the least desirable approaches to facilitate adult learning. Using adult learning methods that involve the learner in the learning process e.g. role playing, practice sessions,using V.T.R. and group discussions are essential in skill development training. It is desirable to develop learning contracts with the individual worker in training. It is important to begin developing self-directed skills in learning as well as in other aspects of her/his life.

EVALUATION:

WHAT IS AN APPROPRIATE EVALUATION OR FEEDBACK MECHANISM THAT WILL FACILITATE ACHIEVING THE MASTERING OF THE LEARNING?

While the mechanisms for evaluation are largely determined at the initiation of the project, the process is on-going. It is essential that all participants see the evaluation as a tool for learner development and not as an end in itself. Whenever an evaluation is conducted and it is identified that the trainee does not perform the job task at a level desirable by the participating organization, it is necessary to examine what is blocking this from happening and supports are then provided either by the job supervisor or New Careers staff to improve performance level of the task. Two formats are used for evaluations (a) an on-the-job evaluation in written form and (b) a classroom transcript form.

The on-the-job evaluation consists of assessing all the job tasks identified, together with the work behaviors expected of employees in the training organization. On-the-job supervisors, the project coordinator and the trainee her/himself rate job performance. This is discussed between the three to develop a rating that is both an accurate reflection of skill level and satisfactory to the trainee. In addition, space is provided for comments and recommendations in this form.

The transcript form is used by New Careers trainers after delivery of each training module. This identifies the competencies and level of performance attained in the classroom with recommendations on reinforcing or developing the competency learned. The trainee and supervisor receive a copy of this.

The face to face feedback that takes place in communicating the evaluation to the trainee is a most critical part of the process. Using all the guidelines for giving effective feedback are essential. This ensures that feedback becomes a critical part of the learning process. All evaluations assess the learning/performance at a particular time and it is anticipated that change will occur between one evaluation and another. The evaluation process needs to be interpreted with this in mind.

At the end of the training period a Certificate of Achievement is presented to the trainees.

A final on-the-job evaluation is done. This provides a final record of the level of competencies attained by the trainee. A job referral letter - "To Whom It May Concern" - is written up by the project coordinator and supervisor and a copy is held on file at New Careers.

OTHER COMPONENTS WHICH COMPRISE THE TRAINING AND EDUCATION SYSTEM ARE:

1. ADULT BASIC EDUCATION

An essential aspect of job mobility and life skills in today's society is the acquisition of necessary skills in mathematics, english (writing and reading), science and social studies. New Careers provides individual attention to each trainee to improve these skills. Most people participating in New Careers have had negative school experiences as youths and special attention is given to overcome difficulties resulting from this.

Each trainee is tested upon entry into the program and an individual program is set up with special attention to skill level, career training and learner's objectives.

Coaching is provided to individuals pursuing their General Education Development (G.E.D.) with a desire to enable all who can, to obtain their G.E.D. 12. Special Indian curricula material is made available in this program to those wishing to use it.

Literacy training is also provided to those trainees who require it. We have obtained adult literacy training resources to be used in our program.

Special programs are provided for trainees requiring advanced skills in any of the areas in Adult Basic Education. e.g. writing for the work situation, mathematics for the work situation, etc.

2. SUPERVISORY TRAINING

We provide special training for the supervisors of New Careers trainees to enable them to facilitate the learning on-the-job. By providing supervisory skills training, staff from participating organizations are helped to see where they can contribute to achieving the training objectives. They learn supervisory basic skills to enable this to happen. Supervisors are also involved in reviewing and adapting the proposed training plan to their specific organization. They also gather periodically during the project to

provide feedback on how the training plan has progressed and to discuss how support may be provided for trainees.

3. LIFE SKILLS

There is considerable effort made throughout the training period to develop problem-solving skills, interpersonal communication skills, and feedback skills so the worker will be able to continue the learning they have become involved in. These life skills enable the person to keep abreast in his/her career area, make adjustments in career mobility, and to deal with issues in his/her personal life.

4. ADDITIONAL ADULT LEARNER SUPPORTS

New Careers provides a wide variety of supports for the workers in training which enables them to untie many of the knots that they find their lives in, and to become self-directed in the lifestyle they choose. This varies from providing baby-sitting to referral for marital counselling to finding an appropriate lawyer and so on.

In summary, the New Careers training and education process serves, for the program, several functions:

1. It provides to all people involved clear training objectives by providing a competency based training plan and clearly defined responsibilities.

2. It provides for adults who have frequently been hurt by traditional education systems a real opportunity for education and employment.

3. It facilitates learning as an on-going process from the work site to the classroom and vice versa.,

4. It assists the supervisor in the assignment of specific tasks and relevant on-the-job training.

5. It assists the trainer in the design and delivery of the training to specific relevant learning tasks and activities.

6. It provides a vehicle for on-going assessment, feedback and development of training needs.

7. It provides the trainee with feedback on what she/he can presently do and what she/he needs to do.

8. It removes the mystique from professional education and training and provides learning in relevant manageable areas.

9. It breaks away from the traditional educational system in both the design, delivery and evaluation.

10. New Careers attends to the holistic needs of the participating adult learners to achieve their training and educational objectives.

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BASIC CHARACTERISTICS THAT DISTINGUISH BETWEEN NEW CAREERS ADULT COMPETENCY-BASED TRAINING AND TRADITIONAL EDUCATION PROGRAMS FOR ADULTS

CHARACTERISTICS	NEW CAREERS ADULT COMPETENCY-BASED TRAINING	TRADITIONAL ADULT EDUCATION PROGRAM
1. What adults learn	1. The work in which the trainee is involved is the central governing factor in the training design. The trainee is actually a worker in training. The training is both required to be directly related to the needs of the job and the job experience provides material for the training itself. Learning is based solely on specific, precisely stated learning outcomes (usually called competencies or tasks). They have been verified as being essential for successful employment in the occupation for which the person is being trained. The competencies training plans are available to all concerned and describe exactly what the adult will be able to do upon completion of the training program.	1. Usually based on texbooks, reference material, course outlines, or other sources removed from the occupation itself. Adults rarely know exactly what they will learn in each successive part of the program. The program is usually built around chapters, units, blocks and other segments that have little meaning or direct application within the occupation. The Education focus is on "covering material."
2. How adults learn	2. Provide trainee with appropriate curriculum materials. The adult-centered learning focus involves each trainee in setting learning objectives and actively participating in the learning environment that facilitates him/her mastering each task. Lectures are one of the least used education methods. Instead, role playing, assimilation, real case studies etc... are used. Each individual is provided individual attention so that he/she learns effectively. An integral part of the training is regular feed-back throughout the learning process with opportunities for the trainees to correct their performance as they go. Efforts are made at removing all barriers that keep him/her from learning and obtaining a Career.	2. Rely primarily on teachers to personally deliver most of the instruction using lectures and V.T.R. tapes. Students have little control over the pace of instruction. Evaluation of the education is rarely conducted. Little periodic feedback on progress is given.

CHARACTERISTICS	NEW CAREERS ADULT COMPETENCY-BASED TRAINING	TRADITIONAL ADULT EDUCATION PROGRAM
3. Adults learn each career job task	3. New Careers is a real alternative for adults to be trained in a career. Each individual worker in training is required to perform each task to a high level of proficiency. This level is stated by the participating employer. The bottom line is --- can the person do the job? The emphasis is on learning how to actually perform tasks needed on the job.	3. Most training programs provide only job readiness skills. They rely heavily on paper and pencil tests and each adult's performance is usually compared to the group norm. Writing and memorization skills are busily tested. There is tremendous emphasis on theory and research, memorizing facts and terms, "nice-to-know" knowledge and background information.
4. When is the employer involved	4. In New Careers, competency-based training begins with the employer. No training plans are made until a contract has been signed with the participating employer. The training and education is based on the job description he/she produces and the task list necessary to master the job. The cooperative delivery of the training in the classroom and on-the-job is critical. Regular evaluations and feedback are critical. This is carried out as a co-operative activity of the employer staff and New Careers staff with the trainee. This enables the employer to know exactly what level of skills the trainee has attained at different stages of their training program and what they can do upon successful completion of the training.	4. Employers are involved in educational institutions on advisory and governing boards. They do not specifically have input into planning the actual training program nor are they involved in the delivery or evaluation of real learning and performance. Employers have little indication what graduates can actually do on the job.

CHARACTERISTICS	NEW CAREERS ADULT COMPETENCY-BASED TRAINING	TRADITIONAL ADULT EDUCATION PROGRAM
5. Person-centered rather than subject-centered training	5. The trainees, or more precisely, workers in training, want meaningful jobs with opportunities for mobility. Even the classroom is arranged for adult centered learning and andragogical methods are used. New Careers provides a holistic approach to career training. We provide supports which empower trainees to build self-directedness into their life style. New Careers has carefully selected staff with abilities to enable this to be achieved.	5. Some institutions have experienced considerable change in the last few years to focus on the person receiving training. They utilize community resources to achieve this. Classrooms are not arranged for andragogy which facilitates adult learning. In most cases the subject matter is the prime importance and concerns and difficulties that occur because of life style (which may interfere with learning) are rarely attended to.
6. When does the training and education start	6. New Careers does not have a set month of the year to plan or deliver the training and education. Specific training plans are developed with each new contract as soon as there is mutual agreement to proceed. New Careers provides either pre-work training or begins delivery of the first training module after the trainee has been several weeks on the job. Upon completion of the first module, the trainee is actually a worker in training. After every 6 weeks on-the-job they then receive two weeks of classroom training. The classroom training is delivered throughout the province. On-the-job training reinforces and adds to the classroom training and vice versa. Each trainee is tested for their Adult Basic Education skills - Mathematics, Reading, Writing, Science, Social Studies - usually after they have been on the program for awhile. A self paced program is set up to enable the individual to advance in this area to achieve and to obtain where possible their G.E.D. 12. Support is given by a staff member hired for this purpose. This is seen as an important factor.	6. The traditional system is based on a system such as the semester system e g. begins in September, etc. Education plans are not dependent on employer/employee input so time is not required here for setting objectives. Grade school level is considered as one of the prerequisits in traditional Adult Education.

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GOAL OF NEW CAREERS EDUCATION

1. To provide trainees who enter a career project, a total learning experience that will genuinely prepare him/her with skills and knowledge in the shortest time to be successful and effective in carrying out one's duties in a competent and professional manner.

2. Provide a Competency Based Education from which the educational and training framework will be obtained to provide direction to meet the needs of the adult pursuing a career in a specific field of work.

3. Design and deliver learning modules based on the job description and task list and body of knowledge and skills. The modules would be structural in such a way as to require a continuous and extensive interaction of skills and knowledge and a flow from classroom to one's work situation and visa versa.

4. Provide adult basic education skills in writing and reading and where necessary math and science to provide job security and mobility. These skills are a prerequisite to most jobs and to job learning and to function in our complex society. Individual A.B.E. goals would be set based upon their entry level test and needs of the person and the job. For some people this would be just beyond illiteracy - grade eight for others it would be grade XII equivalent certificate - G.E.D., for others there would be a goal beyond this in anyone or all subject areas.

5. To be as concerned about "how" we teach as well as "what" we teach. It is, therefore, a goal of education to be concerned that the delivery of our training and education would be consistent with Andragogy theory!
   - Involve the learner in self-directing their learning as they do other parts of their life.
   - Learning provided would be relevant to real life concerns.
   - Learner in the learning process is sometimes the teacher and visa versa

- Learning would be arranged in a logical sequence.
- Learning would be arranged to include sufficient opportunity to practice skills.
- Learning would have limited involvement in reading, writing and lecturing, instead strong emphasis on learning-by-doing.
- Learning materials would be revised so that they are relevant, interesting, and easily read by adults with limited professional vocabulary.
- Learning is a complex process and is an ongoing process for all adults.

6. To apply a holistic approach by learning with a concern for the personal growth in inner and outself, recognize culture and lifestyle of trainees and realizing that there is a strong correlation existing between adult feelings of self-worth and level of performance in the work place.

7. To help the organizational staff of the sponsoring employer to provide necessary support for learning for the trainee so the agency can benefit from a new worker in training and a competent worker at the end of training that meets the agencies needs.

8. To provide opportunity for trainees to develop life skills so that they will not become obsolete in skills and knowledge in their field of work. We live at a time where explosion in knowledge and skills is occurring in every discipline at a tremendous pace. To help prevent a person becoming obsolete in his/her work place we need to provide ongoing opportunities for the trainee to develop:
   - problem identification and action skills
   - personal skills to be in touch with their inner and outer self and aware of how these are interrelated in them being effective in carrying out their work in a competent manner
   - observing and listening skills to gather new knowledge and skills from the actual work environment.
   - feedback skills that will assist one to learn out of effectively giving or receiving information from work performance
   - relationship skills for effective working with others.

9. To have trainees leave New Careers with a good sense of their own human dignity, self-respect and useful survival skills for effective living in the world of work.

GROUP ORGANIZATION STUDIES

COMPETENCY EDUCATION AND EVALUATION: ISSUES AND DILEMMAS *

Competency education in the applied behavioral sciences can be enhanced by synthesizing the values of humanistic psychology with the measurement, evaluation, and accountability that characterize behavioral psychology. Since a competency-education program specifies learning outcomes in advance in measurable terms, includes experiences to aid the learner in achieving competence, and specifies evaluative criteria by which competence will be measured, it limits learner dependence and competition and increases learner independence. Such a program is characterized by (1) the integration of subjective as well as objective judgments, (2) many different methods of measurement and evaluation--including self-evaluation by learners and personal feedback, and (3) firmness as well as a high degree of openness and trust.

The true problems of living...are always problems of overcoming or reconciling opposites.

Training and education in the applied behavioral sciences currently fall between two opposing psychological orientations: the behavioristic and the humanistic (Allport, 1955, Matson, 1973). In the psychological literature, the controversy appears in the form of each movement knocking down straw men as its values and assumptions are threatened (Matson, 1973). The premise of this article is that education in the applied behavioral sciences needs the best of both humanism and behaviorism.

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HUMANISM

It can be argued that theorists of humanistic thought such as Maslow (1961) and Rogers (1959, 1961) provide the theoretical rationale for laboratory education. Terms such as "trust," "growth," "freedom," and "self-actualization" blend easily into the small-group movement's historical emphasis on seeking the skills and conditions necessary for the implementation of democracy (Bradford, Gibb, & Bennie, 1964; Lewin, Lippitt, & White, 1939). The Association for Humanistic Psychology has published a statement that captures the essence of its orientation:

> (Humanistic Psychology has) a centering of attention on the experiencing person, and thus a focus on experience as the primary phenomenon in the study of man. Both theoretical explanations and overt behavior are considered secondary to experience itself and to its meaning to the person. (Buhler & Bugental, in Matson, 1973, p.8)

With this heritage, it is no surprise that training in the applied behavioral sciences has been focused on experience-based laboratory designs that emphasize inductive discovery, free expression, and personal learning. Prescribing to learners what they need to learn and then assessing whether or not they have learned it is the antithesis of humanistic education because it threatens human freedom and stifles creativity (Rogers, 1969).

BEHAVIORISM

On the other hand, educators with a behavioristic orientation--its roots in logical positivism and operationism--look with disdain on humanistic education.

> For behaviorists,the claims of humanistic psychology seem little more than the projective fantasies of undisciplined romantics who prefer seances to science and ecstacy over education. (Matson, 1973, p. 10)

Because of its emphasis on description of phenomena rather than on theory, the behavioral movement has paved the way for increased sophistication in the use of evaluation in education (Bloom, 1956; Mager, 1962).

SYNTHESIS

The two divergent approaches, i.e. focus on behavior and focus on internal subjective experience, both play an important role in the design, implementation, and measurement of an educational program in the applied behavioral sciences. Because of its rapid growth and the need for accountability to the public, the behavioral science field will have to pay increased attention to evaluation and measurement. The challenge will be to bring measurement, evaluation, and accountability into the learning environment without threatening the humanistic values that characterize the discipline. The thesis of this paper is that learning takes place best in the difficult, ambiguous combination of both free personal expression and evaluation. Competency education provides the opportunity to bring together the best characteristics of both orientations.

Following the influence of Skinner and goal-oriented educators such as Mager (1962) and Bloom (1956), competency education, i.e. the granting of degrees on the basis of achieved, demonstrated competence, is becoming more accepted in the educational field. A few liberal arts colleges, for example, Mars Hill and Sterling, have changed their entire curriculums to be competency based. Although more difficult to detect, numerous graduate and undergraduate programs also have recently moved in this direction. The International Association for Applied Social Scientists (IAASS) is beginning to look to competency education as one vehicle for certification (Lynton, 1975). It appears that "competency education" will be an accepted term in the coming years.

Meeth (quoted by Brownlee, 1974) offers the following definition of competence: "The minimum knowledge, skills, values and/or attitudes a person can be judged to possess based on a set of criteria or level of expectation". This definition is useful because it includes variables--values and/or attitudes--that are difficult to measure and yet are vital to the applied behavioral sciences.

A competency-education program has the following three characteristics: (1) it specifies the learning outcomes in advance in as measurable terms as possible; (2) it includes a set of educational experiences to help the learner obtain the necessary competence; and (3) it specifies a set of evaluative criteria or processes that inform the learner how the competence is to be measured (Knott, 1974).

With the above criteria, evaluation--rather than being a threat to learning, freedom, and creativity--may actually enhance the educational process. The task is not easy, however, and includes far more than merely writing learning outcomes and criteria. In any learning process, once the "Parent" ego state is present in the forms of evaluation, grading, certification, and the granting of degrees, it is easy for the person or persons performing these functions to fall into the many traps that those in traditional education have faced for years. However, if the pitfalls can be avoided, competency evaluation can offer several advantages:

1. The implementation of competency programs can remove the task of evaluation from the evaluator, to a considerable degree. The fact of evaluation increases the dependence of the learner on the evaluator; when highly dependent, the learner tends to give the instructor-evaluator what she/he wants and is therefore passive and reactive, rather than proactive (seeking learning for intrinsic reasons). When learners must guess what is expected, dependence is maximized and maintained. An assumption that underlies this paper is that a learner inevitably must make transitions through initial dependence to an independent learning style (Harvey, Hunt & Shroder, 1961). If, however, the learner is performing to meet a set of consensually derived criteria, she/he is better able to progress from dependence on the evaluator to independence.

2. Specification, in advance of the educational experience, of the competencies and how they are to be measured enables a learner to set goals, select experiences that facilitate meeting these goals, and make a more informed selection of the program she/he wants.

3. Specification of the evaluation in advance of the educational experience can maximize collaboration between learners. Because all then have a clearer picture of the goals of the program and because all then recognize that they are required to meet the same minimal criteria, they engage in less win-lose competition. Since learners have a great deal to gain, and nothing to lose, from helping each other, learning by instructing others is a powerful way to internalize the contents of the program.

4. Evaluation in specific, measurable criteria increases the accountability of all persons associated with the learning environment. Educators, learners, and the entire program can be evaluated more easily, by those both inside and outside (Brownlee, 1974). If the program is not meeting its objectives, its failure is more likely to be visible.

5. The evaluative criteria used to determine completion of the program can facilitate a shift from a segmented course structure to a holistic learning environment (Brownlee, 1974). All experience, not just that found in the classroom or laboratory, becomes relevant. As anyone who has participated in a residential laboratory can testify, much of the learning takes place outside the scheduled sessions; a conversation with a roommate can mean more than all the scheduled sessions together. Designers and learners alike are free to consider all aspects of the environment as potential learning arenas.

6. With evaluative criteria, the program increases its relevance for persons with diverse backgrounds. In the past, entry into practitioner status was restricted to persons holding Ph.D. degrees in the social sciences. Because the Ph.D. is a research degree, and those who hold it are not necessarily taught application, it is becoming increasingly apparent that the degree itself is not only an inadequate criterion of professionalism, but also, as Murphy has stated ad Carkhuff supported, there is a "trained disability" associated with many Ph.D. programs (Carkhuff, 1969). If, however, practitioner status can be determined by measurable criteria, the field is opened to people with appropriate skills, no matter how or where these skills were obtained.

7. When a learner completes a competency program, she/he can identify the skills she/he has. One of the difficulties of programs that sacrifice accountability to ensure freedom is that learners are often faced with the difficulties of knowing if they know, what they know, and, most important, that they know. For example, persons can attend numerous laboratories, receive considerable feedback, sit through many lectures, and yet not systematize, conceptualize, or integrate their learning. It is therefore difficult for the learner to develop realistic confidence in her/his skills.

8. Evaluation can facilitate a shift in the learner's view of herself/himself from a vocational concept--social worker, teacher, counselor, manager, organizational-development consultant--to the concept of a person with skills that can be used in thousands of organizations and vocations. The interpersonal, group, and organizational skills offered by the applied behavioral sciences are applicable to almost anyone who works with people. Bolles (1976) and Crystal and Bolles (1974) stated that a person's identity and vocational search should not be restricted by professional categories. Rather, people should recognize and acknowledge which of their marketable skills have applicability in many vocations.

EVALUATION AND LEARNING ENVIRONMENTS

If it can be attained, the advantages of the constructive use of evaluation should be attractive to even the most ardent believer in humanistic education. However the advantages of evaluation are easier to state than they are to reach. Those in the field of humanistic education can learn much from the behaviorists. However, it is hoped that behaviorism will also acknowledge its dependence on applied behavioral science, with its emphasis on humanistic principles. In order to make the evaluation process successful, we inevitably rely on the values, skills, and concepts that are characteristic of the applied behavioral sciences.

Educational programs and evaluative processes are parts of a whole. It is impossible to isolate or deal with one without addressing the other.

MEASUREMENT

Behavioristic education provides the applied behavioral sciences with perspectives to be used in the training of applied behavioral scientists. However, it can also impede progress if its limitations are not understood. The implicit, and sometimes explicit, myth is that all competencies can be broken down into small measurable quantities and that, having done so, evaluators can assume that they have measured and evaluated what they intended to. This is not always true.

Regardless of how specifically the goals are defined, measures of applied behavioral science competencies will, of necessity, become general measures. In order for a skill or competence to be identified, it must be broken into component parts. Regardless of how finely differentiated the parts may be, they need to be identified in relation to one another, and the only means of doing this is through subjective, holistic judgments. For example, Carkhuff (1969) and Danish & Hauer (1973) have differentiated the qualities necessary for the helping relationship.

On the one hand we are faced with the "reductive fallacy," the belief that if we can describe the ability to listen, for example, in molecular terms, we can then measure, quantify, and evaluate a person's ability to listen. However, a person may be able to lean forward, maintain eye contact for a certain number of minutes, paraphrase, check perception, etc., and still leave the speaker with the sense that she/he has not communicated.

On the other hand, we can be faced with the "seductive fallacy," that is, the person's ability to "listen" is described in such global, holistic, undifferentiated terms that persons think that they agree, but in fact do not share a common point of reference. Learners may receive global feedback that they can "listen" but still not understand the components of good listening.

A competency-based program in the applied behavioral sciences must therefore include subjective, intuitive judgment in addition to required behavioral outcomes. Both are necessary, but either is sufficient. Our discipline has a great deal to learn from the rigor of operant educational psychology, but it would be a mistake to believe the total answer lies there. There are problems with a totally reductionistic, molecular approach to measurement, just as there are with the global, molar approach. A good evaluation-education program would deal creatively with those problems.

All measurement, including the most specific and behavioral, is ultimately subjective in nature.

> Man lives essentially in his own personal and subjective world, and even his most objective functioning, in science, mathematics, and the like, is the result of subjective purpose and subjective choice... To put it more briefly, it appears to me that though there may be such a thing as objective truth, I can never know it; all I can know is that some statements appear to me subjectively to have the qualifications of objective truth. (Rogers, 1959, pp. 191-192).

Apologies need not be made about the subjective, judgmental aspect of measuring complex goals. As the applied behavioral sciences become more rigorous and mature, there is no doubt that many highly subjective qualities will become more behavioral and objective, although there will still be a need for some subjective judgment.

The greater the number of subjective judgments that agree, the more objective the measure. One subjective judgment may contain considerable error. However, if several persons agree, greater confidence can be placed in the judgment. This principle has been used in research for years under the title "interjudge reliability." A competency program would therefore incorporate a systematic means of obtaining many sources of subjective judgments.

The more general and abstract the construct, the greater the number of measures necessary to substantiate the presence or absence of that construct.

> We hold that one of the real barriers to general theoretical advance in social psychology is the distance between genotypic constructs and our phenotypic measures. In physics, the concept of atmospheric pressure is fairly close to its operational measurement. In physiological psychology, many concepts are similarly tied to their operational measurement. In personality theory and in social psychology, however, concepts like ego strength, defense mechanisms, role systems, and role conflict are so remote from their measurement that we have no single, clearly required set of operational measures. (Katz & Stotland, 1959, p.471).

The applied behavioral science literature is replete with goals such as ability to "develop trust," ability to maintain "growthful" relationships, ability to "diagnose," ability to "solve problems." Concepts such as these require multiple measures (Isaac & Michael, 1971, pp.109-114); as more measures are taken of such concepts more confidence can be placed in the measurements. A competency-based program would have many different sources of measurement--standardized tests; content analysis of tapes; judgments from peers, staff, and clients--to feed into the final evaluation.

The most effective evaluation is informed self-evaluation. Given the many situations encountered by a learner, the many sources of measurement, and the complexity of the variables being measured, the mature learner is best able to collate and synthesize information on her/his program into a meaningful evaluation. This is not intended to encourage evaluators to abdicate their responsibilities in cases where their judgments differ from the learner's, but only to point out that in the ideal case the informed, open learner is the best single source of evaluation. In addition, such an evaluation leads to growth if the learner incorporates it and makes it her/his own. A competency program would include considerable self-evaluation by learners who are informed in a systematic way of the judgments of others.

The more general and abstract the goal being measured, the greater the need for a process of mutual inquiry. As psychologists have known for some time, and as we have learned from the T-group, the judgments that one person makes of another are subject to considerable distortion by psychological mechanisms such as projection and transference. An evaluative label is as likely to describe the evaluator as it is the person being evaluated. The objective truth results only from a process of identifying factors that are in the evaluator, factors that are in the person being evaluated, and factors that are in between the two. This and other propositions require an atmosphere of openness that can create considerable difficulties for an educational environment that includes evaluation.

THE LEARNING ENVIRONMENT

Any true evaluation of holistic, complex goals incorporates trust and openness. However, when certification and the granting of a degree are the outcomes of an evaluative process--when persons are faced with real-life, long-range consequences--it is often risky for the learner to be open. Evaluation in an applied behavioral science competency program thus implies a dilemma. The program must have an open learning environment if accurate evaluations are to be made. On the other hand, it is difficult to make a good evaluation that is also of significant importance to the learner. As we have learned from the T-group, trust and openness are part of a developmental process (Chapters 9 and 10 in Bradford, Gibb, & Benne, 1964). The following is a model of development that provides a greater understanding of the above dilemma and leads to a clearer understanding of the necessary components of a competency program.

There appear to be some processes that all systems have in common, whether they are individual conceptual systems (Harvey, Hunt & Schroder, 1961), small groups (Tuckman, 1965), or political systems (Harvey, 1963). To achieve interdependence, to become more "differentiated and integrated," all systems must go through stages characterized by dependence, then independence; it is not, however, inevitable that they will achieve this end. Conditions in the system can either facilitate or hinder the developmental process.

DEPENDENCE

The learning environment is initially characterized by the learner's dependence on authority. The new student looks to the evaluator for guidance about what is required, what ideas and behaviors are important, and what criteria are used for evaluation. Learners are naturally more concerned with the evaluation of them by others than they are with self-evaluation. They may expend considerable energy worrying about what is expected and how to satisfy the evaluators. Since the focus of learning is external to the learners, they develop strategies for pleasing the evaluators and therefore do not actively seek learning for learning's sake. Under conditions of high dependence, feedback may be seen as"parental" admonition when it is given by an evaluator; communications are distorted, and the process of mutual inquiry is difficult at best and impossible at worst. For example, if an evaluator says, "I do not like what you just did," it may be interpreted as a judgment that requires immediate correction rather than as a descriptive statement that requires only inquiry. If the learners themselves are unable to take risks and escape from dependency, if the objectives of the program are not explicit and known by the learners, if the evaluators do not have the interpersonal skills needed to facilitate disagreement and independent thought, and if the program is "set in concrete" and not open to change, it seems reasonable to suppose that the learning environment will continue to be primarily dependent.

INTERDEPENDENCE

If, however, conditions in the learners, the style of the evaluators, group norms, and organizational structures permit independence of thought by learners, the system may progress to the second stage, one that is characterized by independence. At this stage of development, learners are likely to assert themselves as much to test the evaluators' reactions as to bring about constructive change. Student disagreement with conditions in the learning environment that are negotiable and open to change must be reacted to nondefensively if progress is to be made beyond this stage. If evaluators do not allow for student input and act to modify conditions, or if evaluators

allow total learner control of non-negotiable concerns such as the criteria for evaluation, the system may remain fixed at the independence stage. The line appears to be a fine one. A reasonable assumption is that a competency-based learning system must be characterized by appropriate firmness as well as openness if it is to allow learners to make the transition to interdependence.

The interdependent stage is characterized by both realistic dependence on evaluators as well as by learner independence and self-reliance. The majority of learners who reach this stage take more responsibility for their own learning and look to the evaluators for help when it is appropriate and required. Self-assessment becomes more profound, and mutual inquiry takes place more easily. Some learners can achieve this stage fairly rapidly, others take more time, and some never achieve it. It is reasonable to speculate that when a majority of students have reached interdependence, the norms of the social system will facilitate an open learning environment.

The kinds of educational goals that are incorporated into a competency program are therefore highly related to the degree of openness that is possible. If the development of the open-learning system is not possible, then we must settle for more objective measures. If global goals are required, the entire learning environment must be characterized by high trust and open communication.

THE SUBJECTIVITY-OBJECTIVITY CONTINUUM

Figure 1 is a measurement continuum that illustrates various evaluative criteria used in the applied behavioral sciences and depicts their relationship to learning environments.

OBJECTIVE	SUBJECTIVE
QUALITIES:	
The goal is specific, behavioral, and is readily observable by many persons.	The goal is general, holistic and is primarily dependent on judgment.
MEASUREMENT ATTRIBUTES:	
There are very few means of measurement, and all modes measure the same variable.	There are many means of measurement. Measures intending to measure the same variable may not, in fact, do so.
There is high agreement as to when the variable is present and when it is not.	There are often problems in "measuring the measurement." Disagreement about the presence or absence of the variable is likely.
Little or no training is necessary for the evaluator to make a judgment.	There is a high need for evaluators to be trained and to agree on the variable being measured.
EXAMPLES:	
In a given situation, the listener will be able to paraphrase to the others talker's satisfaction in seven out of ten tries.	The person will have the ability to communicate effectively with others in most situations.
The learner will be able to articulate three modes that have been used in team building	The person will have the ability to gain entry, diagnose, develop trust, and conduct an effective team building session.
The learner will be able to do a reliable content analysis using the Will Interaction Matrix.	The person will demonstrate the ability to diagnose and appropriately intervene when leading a group.
The learner will be able to appropriately choose and apply the t test for analyzing research data.	The learner will be able to research an applied behavioral science intervention in a social system.
Characteristics of the learning Environment:	

Measurement and learning can be mechanized through programed learning texts and teaching machines.

The learner-evaluator relationship is of minimal importance.

Measurement is dependent on the learner-evaluator relationship. Evaluation must take place in an open atmosphere, characterized by mutual inquiry and trust.

The more general and subjective the educational goals is, the greater is the need for:

1. large numbers of subjective judgments,
2. exposure of the learner to the evaluator in a large number of varying circumstances,
3. informed, mature, self-assessment by the learner,
4. an environment that facilitates development to "interdependence."

As should be clear by now, the writer believes that both objective and subjective dimensions must be incorporated into a competency program. A student of organization development should be able to "articulate three modes of team building" and also be able to "develop trust" with clients. If persons are trained solely on the "objective" end of the continuum, less attention needs to be paid to the learning environment and greater confidence can be had with the evaluation. Such training, however, can easily turn out bright, knowledgeable robots who know how to paraphrase but who leave their clients feeling that "nobody is home" behind their behavior. They may satisfy a specific competency but still be ineffective as facilitators of human change. conversely, a program that evaluates only holistic, general and subjective learning requires that considerable attention be paid to the learning environment and often falls into the "traps" of laboratory education that were mentioned earlier.

CONSIDERATIONS FOR AN APPLIED BEHAVIORAL SCIENCE COMPETENCY PROGRAM

A competency program must be evaluated by outsiders more on its norms and atmosphere than on the particular competencies being assessed. Data taken from subjective judgments are almost useless without trust.

Because many of the educational goals in applied behavioral science fall on the subjective side of the continuum, it is impossible to specify particular outcome behaviors. A competency program should, therefore, specify a number of processes of evaluation and not simply outcomes. this inevitably leaves the learner with some ambiguity and uncertainty, but it cannot be helped.

In an adequately run competency program, the evaluator-learner ratio must be fairly low. There is a maximum number of persons whom one person can evaluate and still have the evaluation accepted and integrated. The learner must know that the evaluator has observed and experienced her/him in many circumstances. The relationship should be characterized by mutual inquiry, since open communication is difficult to achieve when the evaluator has legitimate power over the learner.

People can best achieve subjective educational goals and be evaluated on their achievements when the following conditions are present.

1. The learners are emotionally mature and have achieved an independent learning style. (Thee is probably a positive correlation between this and chronological age, although it is certainly not a perfect correlation.)

2. The evaluators are skilled in working with small groups and in organization development.

3. The evaluators are also subject to evaluation by the learners, and decisions that can be shared are shared with the learners. (An essential aspect of a competency program would therefore be organization development.).

4. Only small numbers of learners are to be evaluated by each evaluator.

5. There is frequent, sequential feedback to the learners throughout the program.

6. Considerable attention is paid to and time allowed for the evaluator-learner relationship.

7. In general, the interpersonal system is characterized by high trust and open communication.

CONCLUSION

Undoubtedly the behavioristic influence will continue to sharpen evaluation in the applied behavioral sciences. However, principles of the humanistic orientation will continue to be necessary in a quality education-evaluation program.

Competency education will undoubtedly play an increasing role in the training of practitioners in the applied behavioral sciences. However, it will not come about by simply labeling a program as "competency-based." Without the proper conditions, competency education can easily become one more flashy new educational gimmick this is temporarily adopted to attract consumers. Competency education is highly dependent on organizational climate and in many cases, on organizational change. It therefore may not fit into the structure of traditional academia.

Competency education will be possible in some organizations and not in others. It will be difficult to institute proper evaluation of competence unless the learning environment itself models principles of the applied behavioral sciences. Organization development cannot be properly taught or learners evaluated in a class where there is no student input and where nothing is subject to planned change. Evaluation of important practitioner attributes cannot take place without openness.

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OVERVIEW TO THE NEW CAREERS PROGRAM
ACTIVITIES & PHILOSOPHY

New Careers was established in 1971 by the Government of Manitoba.

1. **PROJECT ACTIVITIES**

Each project that is begun at New Careers follows a specific process for planning and implementation. This process is designed to ensure that all critical steps and issues are highlighted and dealt with in a common manner.

These activities are as follows:

a) Training possibilities are initiated either by New Careers or by an agency or group requiring training

b) New Careers receives an official request for training from the specific group. This group may be an agency, institution or board of directors

c) These requests for training are analyzed by the Senior Project Coordinator, the Director of Education and the Director of the New Careers program. Their recommendations are forwarded to the Deputy Minister for approval.

d) Upon receipt of approval, staff for the project are hired, selected, re-assigned as required. this selection is completed by the Senior Project Co-ordinator and Director of Education

e) Details of the training project are negotiated. Present at this negotiation are staff from the sponsoring agency and the New Careers Senior Project Coordinator and the specifically assigned project coordinator.

The details that are negotiated are as follows:

(i) training site locations
(ii) on the job training placements
(iii) number of trainees in the project
(iv) the complete competency based training plan
(v) training resources
(vi) time for planning the training, time for obtaining approval, starting date.

f) A process is established to plan, deliver and evaluate training in a co-operative manner between New Careers and the agency.

g) Trainees are recruited, interviewed and selected based upon established criteria. they are generally affirmative action criteria

h) A supervisor's workshop is conducted for all of the on-the-job trainers (supervisors)

(i) Classroom training modules are delivered utilizing a competency approach. An adult basic education program is also provided - enabling those who can to obtain their G.E.D. - 12

j) On-the-job training modules are delivered and job tasks developed. Workers-in-training are given progressive responsibility until they have practiced and develop all job tasks

k) Workers-in-training are provided with feedback regarding their learning progress both in the classroom and on-the-job. Formal evaluation conferences are conducted at the job site.

l) Personal support (employee assistance program) is available to workers-in-training throughout the training period by the trainers/coordinators and supportive supervisor

m) The project coordinator facilitates the on-the-job training.

n) The above steps enable the workers-in-training to graduate as competent practitioners. Certification is based on demonstrated performance job tasks.

o) A training project evaluation is completed that reviews all areas of the training project from recruitment to classroom training, workplace, strengths and weakness of the project and finally recommend alternative solutions.

2. OVERALL PROGRAM GOAL

To increase the educational opportunities of those adults in the Province of Manitoba who have structurally excluded from receiving higher education. People for whom the program is designed are generally of native ancestry, women and others who would be considered for affirmative action training. The training allows people to take their place in paraprofessional or professional jobs, in human service or management positions. These positions are ir both the public and private sectors of employment.

3. PRIMARY PROGRAM OBJECTIVES

a) To increase the number of trained people from both Northern and Southern communities to competently deliver necessary services in their home communities.

b) To increase the skill level and employability of those adults who have been confronted by barriers to employment and higher education

c) To increase the number of Manitobans, particularly those of affirmative action status to meet entry level requirements for employment in paraprofessional and professional, managerial and human service positions.

4. PROGRAM OUTPUTS

New Careers strives to graduate competent practitioners in designated fields of employment. These people have been trained to meet entry level requirements for employment in targeted positions. they demonstrate they can perform the competency to the acceptable standard. Graduates receive a New Careers - Post Secondary Adult and Continuing Education (PACE) Certificate or in some cases a Community College Certificate.

5. PRIMARY PROGRAM IMPACTS

The intent of the program is to graduate practitioners who will become fully employed either by their training agency or by another agency in a comparable position.

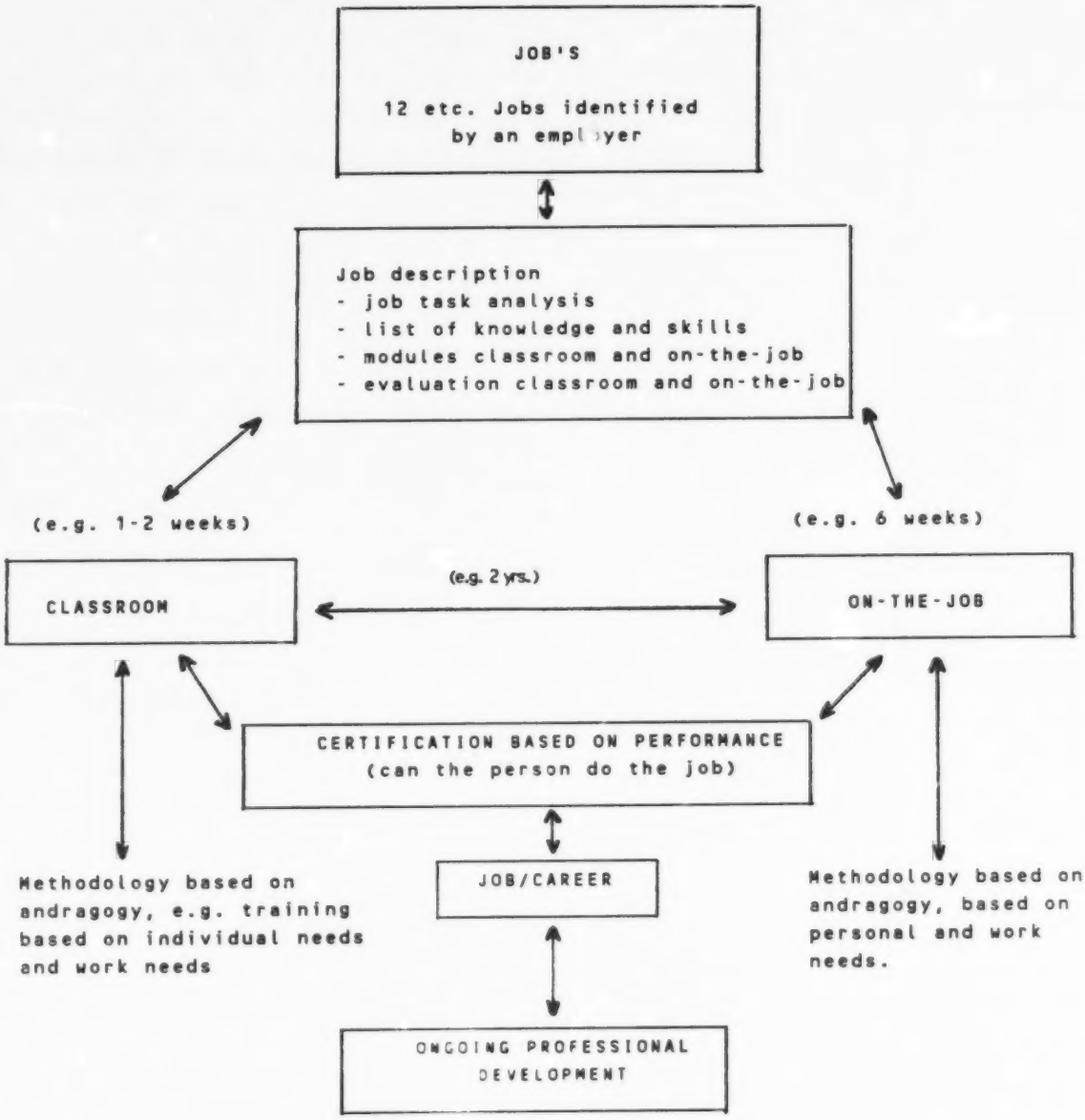
6. SECONDARY PROGRAM IMPACTS

Several benefits are gained by those people who have been trained by New Careers. These are not intended benefits but are direct results of the training program. These are:

a) graduated practitioners who seek further training or higher education

b) graduates who seek higher level jobs

(4) NEW CAREERS COMPETENCY/PERFORMANCE BASED TRAINING AND EDUCATION


JOB'S
12 etc. Jobs identified by an employer
Job description
- job task analysis
- list of knowledge and skills
- modules classroom and on-the-job
- evaluation classroom and on-the-job
(e.g. 1-2 weeks)
(e.g. 6 weeks)
CLASSROOM
(e.g. 2 yrs.)
ON-THE-JOB
CERTIFICATION BASED ON PERFORMANCE
(can the person do the job)
JOB/CAREER
Methodology based on andragogy, e.g. training based on individual needs and work needs
Methodology based on andragogy, based on personal and work needs.
ONGOING PROFESSIONAL DEVELOPMENT

- planning system is competency based education/training.
- delivery system based on group training using andragogy model together with building self confidence, interpersonal communication, problem-solving and group skills.

"ONLY WORK WORKS"

REPORT OF THE SUBCOMMITTEE

ON TRAINING EMPLOYMENT

OF THE

STANDING SENATE COMMITTEE ON

SOCIAL AFFAIRS, SCIENCE AND TECHNOLOGY

DECEMBER, 1987

(170) Training programs should be composed of classroom plus on-the-job training in order to provide relevant, work-related skills.

(173) We should examine the advisability of funding training and retraining programs on the basis of their placement success rate at completion, in order to maintain a commitment to employment.

(176) Training for Native Canadians should be designed and administered in collaboration with aboriginal peoples so that it reflects their reality and their needs.

As stated, the above has been taken from the Standing Senate Committee Report. The three points made in the senate report are integral parts of the New Careers approach to training. All of New Careers programs have classroom and on-the-job training (170). all of our training programs are geared to secure employment opportunities for the participants (173). Lastly, New Careers training plan is the result of a collaborative approach, where the employer of our service are involved in the development of the job description and tasklist which forms the basis of the curriculum for training both in the classroom and on-the-job and involved throughout the delivery of the training (176). New Careers has provided two decades of leadership in training adults throughout Manitoba.